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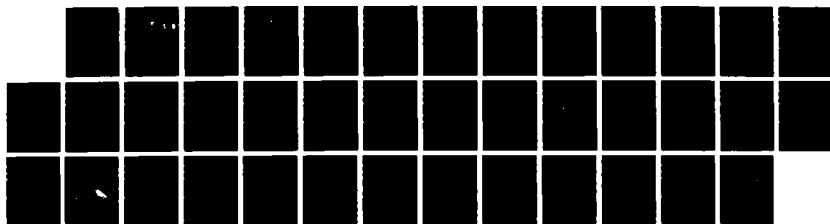
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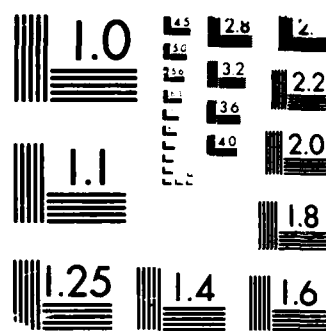
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STUDENT REPORT

TRANSPORTATION PLANS AND PROGRAMS CHAPTER
FOR THE TRANSPORTATION OFFICER HANDBOOK

MAJOR DAVID A. BARNES 88-0205
"insights into tomorrow"

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TITLE TRANSPORTATION PLANS AND PROGRAMS CHAPTER FOR THE TRANSPORTATION OFFICER HANDBOOK

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<p>This chapter describes base level transportation plans and programs tasks of force planning, deployment/mobility, reception of forces, manning and budget. It identifies specifics in each of these categories and develops relationships between all tasks. The chapter was developed to supplement the <u>Transportation Officer Handbook</u> after transportation plans and programs became a formal workcenter.</p>					
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PREFACE

Today more than any time in the past the Air Force must be able to respond to a threat to our national security interests worldwide. This response must be credible, organized and timely. A task of this magnitude will require a total effort from a prepared team of professionals. The transportation organization will play a major role in our readiness. Transportation's success will depend on the skills of its newest member - the Plans and Programs Officer.

The Transportation Plans and Programs workcenter became a reality in 1985. Many of the planning and programming functions performed as additional duties in days past are now aligned with this workcenter. Before 1985, no formal training was available in the operations of force planning, reception planning and operational planning for the base level transportation officer. As a result, only a small core of experience exists today. Formal training for today's base level transportation planner is very limited. This guide was prepared to expose base level transportation planners to the big planning picture.

This guide will focus on three major planning functions (force planning, deployment/mobility, and reception of forces) and two major programming functions (manning and budget). An indepth explanation of these functions is beyond the intent of this guide. Rather, a brief overview of each topic with focus on its relationship to force readiness will allow the base level transportation planner to logically approach duties and know where to seek additional guidance.

The author recognizes the contributions of the Air Force Logistics Management Center (AFLMC) Directorate of Transportation and other people and publications listed in the bibliography. This document will be published as a chapter in the Air Force Transportation Officer Handbook as an AFLMC project.



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ABOUT THE AUTHOR

Major David A. Barnes has twelve years experience as an Air Force transportation officer. Previous duties in plans and programs include: Chief Transportation Plans Branch and Chief Transportation Programs Branch, Headquarters Pacific Air Forces/LGTX; OIC Air Cargo Terminal, Air Passenger Terminal and Transportation Control Unit (Mobility), 18th Transportation Squadron, Kadena AB, Japan. He was the transportation planner and point-of-contact for Exercise Team Spirit and Ulchi-FOCUS LENS 1982-1984 and participated in TS84 as an airlift coordinator in the combined airlift office (CALO).

Major Barnes attended Oregon State University and graduated in 1975 with a Bachelor of Science Degree in Art. In 1978 he received a Master of Science Degree in Human Resources Management from Gonzaga University, Spokane, Washington. He graduated from the Basic Transportation Officer Course in 1977. Major Barnes completed Squadron Officer School (SOS) by correspondence and is currently a resident student at Air Command and Staff College (ACSC).

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NEEDS ASSESSMENT

Problem Statement: Can a chapter on base level transportation plans and programs be prepared and incorporated in the Transportation Officer Handbook to assist transportation planners and programmers accomplish assigned tasks.

Development: As a base level transportation officer from 1977 to 1981 and a MAJCOM transportation plans and programs officer from 1981 to 1984, I had many opportunities to participate in transportation plans and programs endeavors. From these experiences I gained an appreciation for the magnitude of the plans and programs effort and also the frustration. My frustration centered around the tremendous lack of knowledge on plans and programs issues within the transportation community. In 1982, other MAJCOM transportation planners joined me in voicing our concerns to HQ USAF/LETX. The result was a committee of MAJCOM transportation planners, chartered to meet annually and discuss plans and programs issues. This committee, formally called the Transportation Wartime Planning and Programming Group (TWPPG), first met in 1983. Our first order of business was to establish a base level transportation plans and programs workcenter, staffed by a junior officer and mid-level NCOs. This milestone was achieved in 1985, when the first base level LGTX workcenters appeared on organizational charts. The second order of business was to develop consolidated plans and programs guidance for MAJCOM and base level LGTX. This objective is still pending. For this reason I chose to develop a chapter on base level plans and programs for inclusion in the Transportation Officer Handbook.

Objectives: Due to time and length constraints, I chose to limit the scope of this chapter to five major functions of LGTX: force planning, deployment/mobility, reception of forces, manning, and budget. To validate this project's value, my analysis focused on three questions: 1) Is there a need for consolidated transportation plans and programs guidance? 2) Does sufficient information exist to draw upon for this guidance? 3) Can I identify information of value to a base level transportation plans and programs officer in the areas of force planning, deployment/mobility, reception of forces, manning, and budget? I will address methods and sources for validating each question and draw conclusions from this data.

To determine the need for consolidated transportation plans and programs guidance I conducted telephone interviews with selected transportation officers. When selecting the interview group, I chose varying levels of experience to obtain views from my anticipated audience and experienced critics. In addition, I reviewed current guidance to update my own views and opinions on this question.

All officers in the interview group indicated their support

and expressed a need for consolidated base level transportation plans and programs guidance. Reasons for this support varied and are outlined here:

1. Current guidance is designed for planners and programmers with moderate experience. "It extensively differentiates between various functions, but does little to integrate these functions. Officers new to the field can easily read these facts and figures and recognize differences between functions [differentiation], but fail to see relationships between them [integration]" (3:--). "Integration is very important in that officers need to view LGTX duties holistically" (2:--).

2. "Initial transportation officer training offers only a cursory overview of planning and programming. Officers leave the course only with the understanding that planning, deployment, mobility, reception, manning and budget exist" (7:--).

3. "Officers are assuming LGTX duties at base level with little or no experience" (6:--). "At short tour locations, tour length will not permit LGTX officers to gain practical experience and apply it. Any guidance to assist these officers is definitely needed as long as this guidance serves to reduce their research effort" (7:--).

4. "Staff assistance visits throughout the command uncovered significant problems in plans and programs at base level. In almost every case, lack of experience and knowledge were cited as major contributing factors" (5:--). Most new LGTX officers were lost when confronted with assigned duties. "A simple, readable guide which places their duties in perspective with force readiness would help them see the utility of their efforts" (5:--).

5. "The Transportation Officer School uses the Transportation Officer Handbook in all phases of instruction in the Basic Course, except Plans and Programs" (4:--). This handbook doesn't contain a chapter on LGTX. All other transportation workcenters are represented in the handbook and "we use this to reinforce classroom discussions. All officers graduating from the Basic Course receive a copy of the Transportation Officer Handbook and are encouraged to keep it handy for future reference. This handbook won't be complete until we add a chapter on plans and programs" (4:--).

CONCLUSION: Additional guidance is needed for base level planners and programmers. This guidance must integrate the various functions to show relationships to our force readiness. An appropriate vehicle for this guidance is the Transportation Officer Handbook because it is used to reinforce learning and is given to all new transportation officers.

The second step in my analysis was to determine if sufficient information exists to meet the needs of base level transportation planners. In addition to the views provided in the interviews, I conducted a search for information available to base level transporters in the areas of force planning, deployment/mobility, reception of forces, manning and budget. The results of this search are as follows:

1. Force planning - Most guidance on force planning is available at MAJCOM level. Little emphasis is placed on identifying warfighting or sustaining forces at base level. HQ USAF/LETX is developing a regulation (AFR 75-XX) that places force planning in perspective at base level. AFR 75-XX should be available in 1989.

2. Deployment/Mobility - Both of these functions are addressed in considerable detail in AFR 28-4, AFR 28-6, the Base Level Logistics Plans Guide, the Mobility Control Center Handbook and other publications. They are not addressed in any publication with other base level transportation plans and programs functions.

3. Reception - An informative guide for overseas transportation squadron commanders was developed last year by an ACSC student. This guide is very comprehensive, but it wasn't made available to base level LGTX officers and doesn't address other planning/programming functions. The author wrote this guide as interim guidance until AFR 28-31, Base Support Planning, became available. This regulation is not yet in the field, and offers no integration with other planning tasks.

4. Manning - The AFR 26 series provides the functional Air Force guidance for manning. This series holds little utility for those outside the manpower community.

5. Budget - The AFR 172 series provides budget guidance, but like manpower regulations, holds little utility for base level LGTX.

CONCLUSION: A great deal of information exists in the areas of force planning, deployment/mobility, reception of forces, manning and budget. Unfortunately, no single reference contains information which covers even these five major LGTX functions. Some information is limited at base level and some information sources have limited utility for the LGTX officer. The only source to attempt integration will not be available until 1989, and it will not contain manning and budget guidance.

The final step in my analysis was to identify information from available sources pertinent to base level transportation plans and programs. This effort was a by-product of the first and second steps, plus my own experience as a transportation planner and programmer.

CONCLUSION: Information was extracted and used to prepare the attached "Base Level Transportation Plans and Programs" chapter to the Transportation Officer Handbook.

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TRANSPORTATION PLANS AND PROGRAMS

We have been at relative peace since 1973, so the thought of war normally escapes our daily thoughts. The idea of an act of aggression on our country or its allies leading to mobilization and war scares the daylights out of most of us. We would prefer not to think about war. Our leaders are trusting that we are prepared for this conflict should it come. This preparation transcends simple reading of a plan or reporting to your workcenter during a mobility exercise. It involves all members of the transportation squadron, particularly those who call themselves Transportation Planners and Programmers (LGTX).

LGTX is the newest base level workcenter in the transportation family. It evolved from growing concerns about our wartime readiness and Air Force level emphasis on war planning. The air staff realized the magnitude of war planning and programming tasks levied on the transportation squadron commander -- tasks traditionally levied on subordinates as "additional duties". Creation of the LGTX branch formalized planning and programming tasks at base level and enhanced their importance.

This chapter will introduce you to the multifaceted field of transportation plans and programs. This information alone will not make you an expert in this field, but will act as a guide to the "big picture" and allow you to seek other sources of information with confidence. Planning and programming need not be the mysterious monster many make it to be. By briefly examining assigned tasks and discussing their relationship to our readiness posture, your apprehension toward planning and programming should disappear.

Five major planning and programming tasks are addressed in this chapter:

1. Force Planning
2. Deployment/Mobility
3. Reception of Forces
4. Manning
5. Budget

Each of these categories contains many associated tasks; several will be discussed later. Right now it is important for you to understand each of these major tasks and how they relate to the readiness posture.

FORCE PLANNING identifies manpower and equipment needed to fight the war and those available to meet this need. This simple statement should help you realize the critical nature of force planning. We must insure the appropriate forces are identified before hostilities arise. We may not have the time to correct our

mistakes in the heat of battle. This topic is addressed first because the other tasks require these forces in order to succeed.

DEPLOYMENT/MOBILITY is the actual movement of forces and equipment. Deployment refers to the movement of forces from Point of Embarkation (POE) through the Defense Transportation System to their Point of Debarkation (POD) and/or final destination. Mobility is the base level activity at POE that insures movement. These two operations go hand-in-hand, so they will be addressed together.

RECEPTION of forces at the POD and/or final destination must be as thoroughly planned as the mobility operation at origin. Some bases even act as both POE and POD. Most units are not prepared to immediately assume their warfighting duties after arrival at their wartime base. A transition occurs. It takes careful planning and foresight by the receiving command/unit to allow minimum transition time. This may even include preparing a bare base to receive incoming forces.

MANNING constitutes one of the two major programming functions of LGTX. The unit commander must insure that adequate manpower is available to carry out the assigned mission. As his/her manpower "expert" the transportation planner and programmer assesses manpower needs and validates those needs to the Manpower Office. Once a valid manpower authorization exists, LGTX works closely with the MAJCOM to fill it with a living, breathing body.

BUDGET, the second major programming function, was once performed by the commander or his/her designated representative. With the development of LGTX at base level, commanders are designating the transportation planner and programmer the resource advisor. LGTX consolidates all transportation workcenter requirements for submission to the Base Budget Office. LGTX also monitors the request through the budget cycle and monitors the expenditure of funds once they are in the squadron's account. Without this funding, all areas of transportation, including LGTX, would grind to a halt.

These five broad areas of responsibility constitute the majority of the LGTX workload. Each area includes many related tasks that serve to prepare, execute, and/or evaluate each main area. What follows is a broad overview of each main area of responsibility with focus on the relationship of your efforts in this area to our total force readiness.

FORCE PLANNING

When the "balloon goes up", a common expression for the implementation of an Operations Plan (OPlan), success will ultimately depend on how well we planned before hostilities began. This activity is called "force planning" or "force structuring"

and is nothing more than measuring capability against requirements. Although the transportation OPR for force planning is your Major Air Command (MAJCOM)/LGTX, they depend on your first-hand assessment of the situation to develop a viable plan. This section will examine base level responsibilities in force planning and show how your efforts affect the total plan.

At times we think of "the plan" as that ultra-secret document gathering dust on the shelf in the vault. When the time comes, someone (with the appropriate security clearance) will remove the plan from the vault and direct our warfighting effort from some lofty pinnacle. This person, a modern day "Moses with the Commandments", will save us from the hostile hoards. Don't count on it! What you get out of the plan is exactly what you(!) put into it. The structure and size of your transportation contingency force, as well as the transportation support requirements for the wing/base are contained in plans. The accuracy of these force requirements and transportation support requirements are your primary concern. Let's start at the beginning.

Our contingency force requirements are assessed annually in a three-step Air Staff exercise.

Step one, called FORSIZE, allows bases with insufficient in-place contingency forces to itemize their deficiencies. Step two, called Base-Level Assessment or MANREQ, allows bases with forces in excess of their contingency requirements to offer these forces to others and validate their sustaining force. Step three, is the tabulation of FORSIZE/MANREQ overages and shortages to support Air Force personnel requirements in the Program Objective Memorandum (POM) (9:CH7).

This is how we convince Congress that we need the folks we have on board or that we require more manpower to fight the war.

As a base level transportation planner your first step in FORSIZE/MANREQ is to determine whether you are a gaining or supporting organization. Normally, overseas bases gain and CONUS bases support, but there are exceptions. To make this determination, go visit your base logistics planners (LGX). They will show you the plans and documents needed to assess your particular situation. In certain instances, bases will lose some of their forces at the onset of hostilities, but will receive augmentation (backfill) later. If this is your case, concern yourself only with your non-deployed forces and your backfills. Your MAJCOM has tasked a portion of your forces for a more immediate requirement. Once you have determined your particular situation, attention to the following details will satisfy your responsibilities and help to create a strong plan.

If you find yourself gaining forces to meet wartime commitments, "your MAJCOM will be tasked annually under FORSIZE to validate these gains" (9:CH7). No one is in a better position to assess the adequacy or inadequacy of these forces than the

base level LGTX. Expect contact from your LGX and/or DOX concerning FORSIZE and be prepared to help. Step one is to review the family of plans at LGX and look for the following:

1. Your wing/base mission in the contingency.
2. Total gained forces at your installation and at installations under your jurisdiction, i.e., bare bases, colocated operating bases (COBS).
3. The Time Phased Force Deployment List (TPFDL).
4. Equipment and supplies designated for your use.
5. Host nation support (if any).

Your task will be to determine if your transportation unit can support the wing's contingency operation with in-place and gained forces. Questions to ask include: What is my unit tasked to support? Do we have sufficient time to support generation, reception, or increased workloads? Can my in-place forces handle these tasks until augmentees arrive? Is there a better way to accomplish the mission? Discrepancies (not enough or too many forces) should be passed to LGX as either Limiting Factors (LIMFACS) or shortfalls for resolution if the problem(s) cannot be solved at your level.

Gaining units rely on the well-trained, deployed forces to overcome severe manpower shortages. These people normally come from CONUS units which revert to caretaker status after deployment of their forces. "Not all CONUS units revert to caretaker status, but the majority do lose forces in a contingency. We call these supporting commands/bases" (9:CH7). The contingency mission of the base determines the degree of activity during and after a mobilization. "These installations and commands take part in the base level assessment portion of the FORSIZE/MANREQ exercise" (9:CH7). This process may or may not be an annual event depending on force changes. Their task is to determine wartime levels of activity, establish manning requirements for these levels, and offer excesses (if any) for deployment.

As a base level transportation planner at a "supporting unit", your method of force assessment will not differ substantially from that of the "gaining units". Your first step should be to LGX to review any contingency plans tasking your forces: "The CONUS Base Use Plan; WMP-3; and the Air Force Wartime Manpower Study (AFWMS). The AFWMS will provide guidelines for computing personnel requirements depending on location and type of mission" (9:CH7). The task now is to identify minimum essential sustaining requirements based upon the information in these documents. Forces in excess of the requirements should be identified to LGX for OPlan sourcing.

At this point you should have a deeper appreciation for FORSIZE/MANREQ. These forces are the very heart of the plans and

Force Planning . . . ?



FIGURE 1

programs effort. They affect deployments, mobility and reception directly. Indirectly they affect our peacetime manning and the budget you submit to support them. Force planning demands accuracy to insure we have the forces necessary to execute our mission and to pose the least burden on our airlift resources. Your efforts in force planning will pay dividends for many years to come.

DEPLOYMENT/MOBILITY

Our military forces exist to prosecute war if called upon to do so and protect our national interests anywhere in the world. Our jobs would be much simpler if we could just pre-position all of the forces needed to fight a war at their final destination. In reality, we are faced with many constraints on where we position our forces, i.e., costs, political problems, basing rights, sustainability, and operability. The sheer cost of building and supporting a force large enough to provide in-place coverage around the globe would bankrupt our country. Instead we choose to keep our forces lean, and train and equip them to fight anywhere in the world. The key to success with this strategy is to be able to project our forces in an orderly, timely, and efficient manner. The actual projection of our forces is called deployment and the operation to deploy at origin or POE is called mobility.

In the hearts of many transporters the term "mobility" is synonymous with "transportation". We play a big part in the movement of combat forces and their support equipment to the battle zone. Our success or failure in this effort depends on the extent of our knowledge, strength of our organization, depth of our planning, and our commitment to practice.

Many references are available to build your deployment/mobility knowledge base. Probably the first place to start is AFR 28-4, "Mobility". This regulation will enable you to visualize the magnitude of a mobility operation before you ever see it in practice. When reviewing AFR 28-4, remember to approach the guidance from varying perspectives. Of course you will look at it from an LGTX point of view, but put yourself in place of the other base mobility representatives. By doing this, you will quickly realize that mobility is a base wide, team effort.

Step two in the quest for knowledge is to "visit with your Installation Mobility Officer (IMO). This is almost always an LGX officer" (8:6). He/she is the commander's representative in mobility matters and directs the base/wing mobility effort. The IMO can quickly establish the local scope of the mobility commitment and is a primary point of contact for all mobility matters. Request that the IMO go over the basic concept of operations for mobility at your installation and point out any unusual requirements or problems. The positive relationship you establish with the IMO will pay dividends far into the future.

Now that you've put mobility into a local perspective, it's time to assess your unit's commitment to the team effort. Again it is best to see it in writing before experiencing the real thing. AFR 28-4 directs all installations with a mobility commitment to establish a Base Mobility Plan. "All organizations that participate prepare Mobility Operating Procedures (MOPS) to the plan outlining their organization, responsibilities, and operations" (8:28). Spend some time reviewing transportation MOPS. Your job is to measure transportation's workload and assess the unit's capability to accomplish assigned tasks. This will not be easy without experiencing a mobility exercise first. Many new planners believe that the exercise should be used to identify problems and implement a fix. Don't rely on exercises to solve all of your problems. They should identify fine tuning required to make the mobility operation a smooth one. As a planner you should identify the major problems before the exercise starts.

One of your biggest challenges will most certainly be manpower. As the term implies, mobility means movement, and transportation plays the lead role. During exercises, all transportation workcenters will continue to provide non-mobility support to the wing while surrendering considerable manpower to the mobility workcenters. In addition, it is likely many transportation personnel are tasked to deploy during the mobility. These manpower drains will make it unlikely you can support all tasks with assigned personnel. The answer to the problem is "mobility augmentees" under the WARSKILLS program. WARSKILLS identifies non-critical wartime personnel and provides training in critical AFSC's to these individuals. When a wing/unit mobilizes, WARSKILLS augmentees assume some of the transportation critical mobility tasks.

A strong augmentee program is critical to a successful mobility operation and depends on the support of the wing/base commander. Keep these tips in mind when establishing or reviewing your augmentee program:

- 1) Have the wing/base commander adopt a strong policy for the program, whereby augmentees may be released from these duties only by your request or the departure (PCS) of the individual.
- 2) The Deputy Commander for Resources (DCR) usually is heavily committed to mobility. Draw as many augmentees as possible from the DCR complex to insure quality and dedication. The DCR must assure that augmentees from other units are quality people as well.
- 3) Draw all augmentees for a particular mobility workcenter from the same shop or organization to insure cohesion.

4) To the greatest extent possible, consider the individual's normal job skills in assigning him/her to a particular workcenter. Not only is it easier to train these people, but they exhibit more confidence and initiative.

5) Have all personnel going PCS outprocess through the IMO to insure you are notified of an augmentee departure (9:CH5).

Although manpower will be a major consideration, don't overlook other critical factors to a successful operation. These include facilities, communications, training, and realism during exercises.

When it comes to facilities, we usually allow the cart to pull the horse. You'll hear comments like, "We've always worked it from here", "It will cost too much", or "They won't let us use it". How you organize your mobility operation can mean the difference between extreme hardship and ease of operations. These suggestions may save you considerable grief:

1) The Air Cargo Terminal (ACT) is most likely where you will make or break the mobility. When deciding where to place the Transportation Control Unit (TCU), think of a location near or colocated with the ACT. Both locations should be near the flightline to reduce MHE over-the-road distance and telecommunications requirements.

2) When deciding where to place the Mobility Processing Unit (MPU) and Air Passenger Terminal (APT) or how to fix up the existing one(s), consider the creature comforts of those who will process through it. Find a location that offers maximum convenience, space, and facilities (latrines, water, vending machines, etc.) (9:CH5).

Communications will play a key role in the overall success of your mobility. Plan to have dedicated telephone lines from the TCU to the ACT, APT and SMP if physically separated, and dial-out capability from each. Two-way radios will also be required, but should be kept to a minimum. Plan on one for each workcenter and one for each mobile operation. You'll need to arrange for all communications ahead of time through your base communications organization or be left without.

One final area of concern will be your training program. Classrooms are nice, but nothing beats the real thing. "Whenever possible, have students demonstrate their comprehension through application. Build up a pallet or two, in-check some cargo loads, and build a passenger manifest" (9:CH5). By doing this you will reduce the learning curve considerably. A note of caution is appropriate. Avoid simulations in training and exercises as much as you possibly can. To save time, organizations

Mobility - Take it seriously

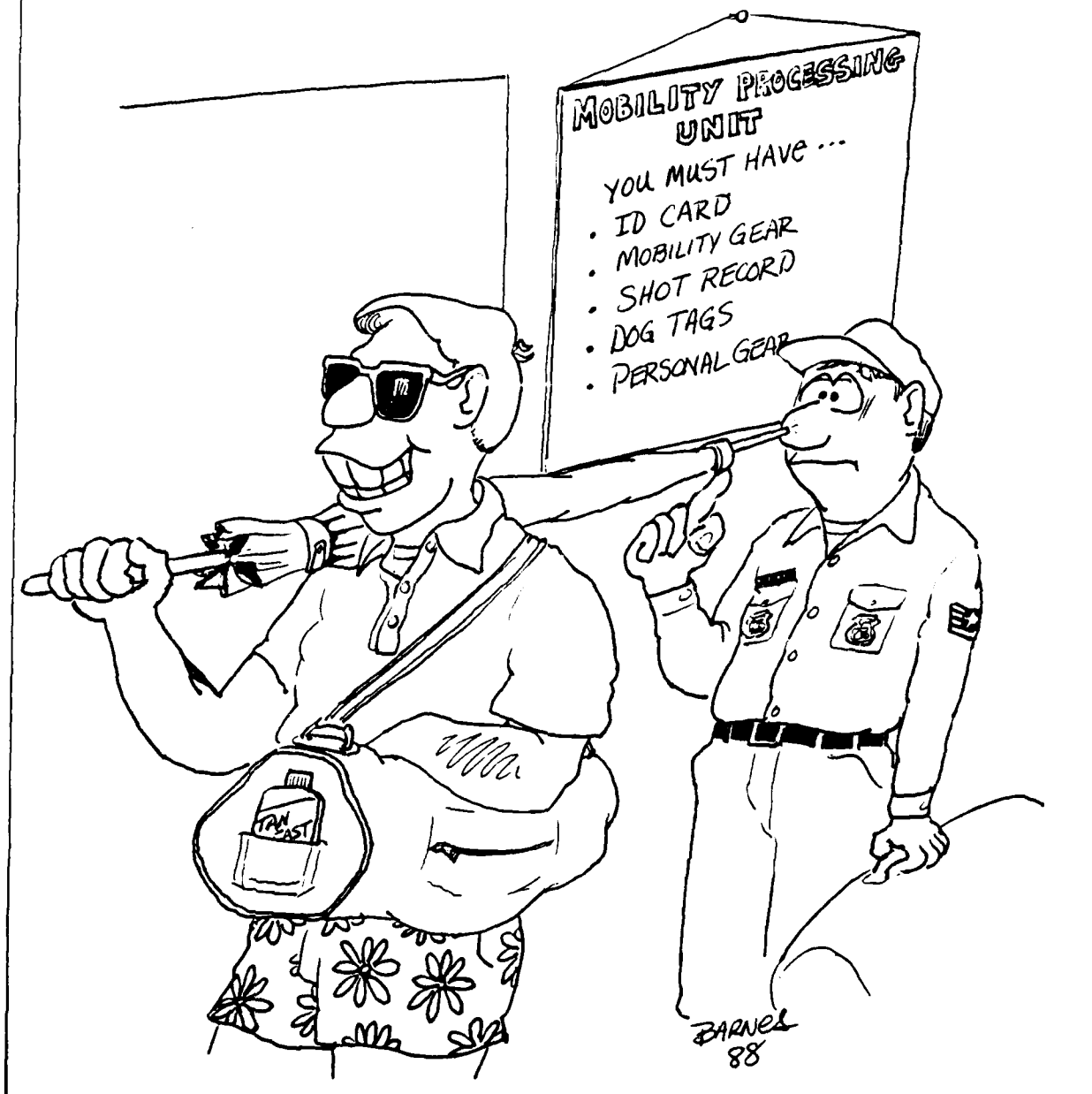


FIGURE 2

will attempt to simulate conditions (fuel levels, substitute equipment, etc.) and offer you the rationale that, if necessary, they could achieve the planned requirements. Simulations don't demonstrate the unit's ability to meet the tasking and should only be allowed in extreme circumstances. The IMO is usually the only one authorized to approve simulations. Convince him/her that the wing can live without them.

"The Air Force uses two ADP systems to assist with deployment and mobility. The Contingency Operation/Mobility Planning and Execution System (COMPES) and Computer Assisted Load Manifesting (CALM) are designed to make force identification and load planning much easier" (1:8,10). AFR 28-6 establishes COMPES. "COMPES defines OPlan Time Phased Force Deployment Data (TPFDD) detail and tailors it to the needs of any given task" (6:3). "CALM on the other hand, is transportation unique. Each transportation squadron with a mobility commitment should have this package on-hand" (1:10). CALM aids our load planners by giving them a good first load, which they can refine quickly.

Deployment and mobility are not complex, but they do deserve your attention. Inattention on your part or weakness in the overall mobility plan means a "busted" mobility exercise in peacetime. In wartime, it could mean the difference between success or failure on the battlefield. Someone on the other end will appreciate your efforts.

RECEPTION OF FORCES

Someone once said, "It is better to give than to receive." The phrase most certainly originated from a transportation planner who failed to plan for reception of forces. The job of reception planning is demanding and sometimes thankless, but as vital to our warfighting effort as force planning, deployment and/or mobility. Reception culminates the transportation contingency cycle of identification, movement, and receipt of warfighting forces. It directly makes our forces available to fight the war!

Reception of forces at destination is in many ways just like a deployment/mobility operation, only harder. "In most cases we will receive forces at an overseas location that doesn't quite measure up to the stateside airfields serving as origins. Back at home our counterparts practice at least quarterly; processing the same cargo and people until mobility becomes second nature" (8:1). At the reception base there is no way to practice with the actual players until the balloon goes up. "You also won't know which forces you will be receiving until you know which plan or plans has/have been implemented. Back at home they will probably not be under hostile fire during mobilization" (8:1). There is a good chance a reception base will be under hostile fire. "The entire reception machine must work fast under these conditions to limit exposure of airlift aircraft" (8:1). The ability to operate under these conditions requires considerable

pre-planning.

Get yourself organized with a visit to LGX. Keep in mind that your task is to determine requirements and measure your ability to meet these requirements during reception operations. The logical starting point is your predecessor's reception plan or the transportation annex to the Base Support Plan (BSP). Most bases with reception responsibility have an approved BSP with a transportation annex. If this is your case, you must review the annex for currency and accuracy. On the other hand, if no BSP exists or no transportation annex is included, you must prepare an annex yourself.

To prepare the transportation annex to the BSP enlist the help of others.

Your contacts must include LGX and knowledgeable members of your organization. Also, you may want to include a MAC and Army transportation representative, if available. These experts can provide valuable assistance and may save you many hours of work. Don't forget to let them see your first draft for additional comments (8:9).

The first step in reception planning is to identify requirements (workload). To do this you'll need to contact base and MAJCOM organizations. At base level, start at LGX and DOQ. Here you can review OPlans your unit is tasked to support and "the Wartime Aircraft Activity Report (WAAR). The WAAR will show airfield capacities and projected flightline activities for the first 90 days of the contingency" (9:CH5). If your questions aren't answered, don't hesitate to contact your MAJCOM/LGTX. "It may be necessary to contact the deploying unit to determine individual unit requirements, i.e., vehicles, equipment, packaging support, shuttle bus or crew van support, etc." (9:CH5).

Step two in reception planning is to determine your capability to support incoming forces. To do this, add up all of the manpower/equipment requirements and measure these against available resources. Available resources will include organic capability, support available through agreements (tenant organizations and host nations), and resources from other base agencies arranged through a Memorandum of Agreement (MOA) and/or Memorandum of Understanding (MOU). At this point don't forget to consider sustaining requirements, i.e., those resources necessary to sustain the transportation operation. Any deficiencies between required support and current capability must be corrected or identified to base LGX as a Limiting Factor (LIMFAC) or shortfall. By doing this, the deficiency(s) will receive base and higher headquarter's attention.

Many times planners can correct their own problems without MAJCOM intervention if they spend some time investigating local options. These local options may include host nation or tenant unit support. Other wing organizations may have the resources

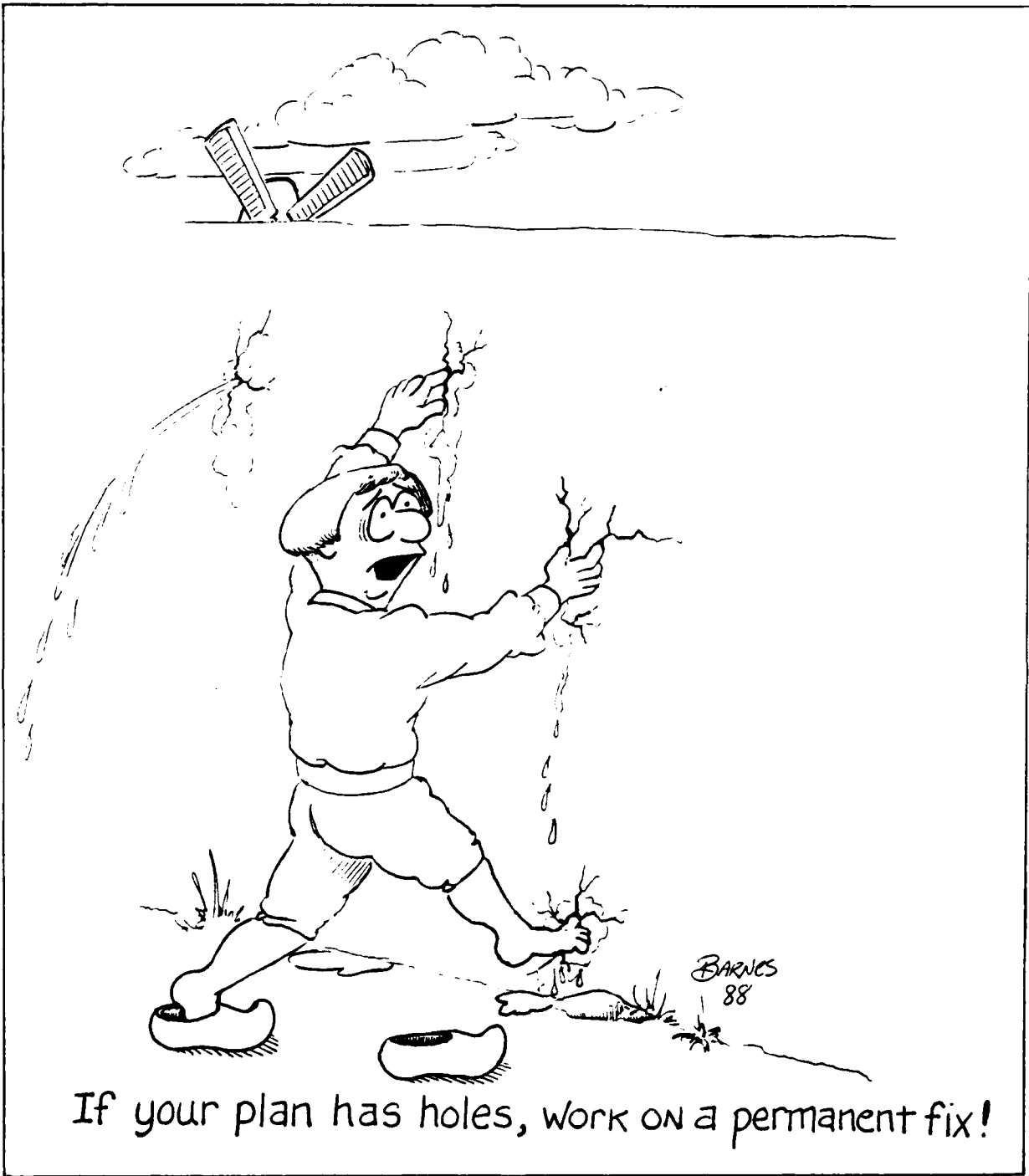


FIGURE 3

you seek. If any of these options are feasible in your situation, a formal agreement with the supplier will be necessary. The folks at LGX are the agreement experts. Don't take a step without them.

At this point you will be ready to put your plan in writing. You've identified the workload and resources necessary to handle the job. "Most of us will have a tendency to plan the reception operation in great detail. Although the plan should stand on it's own, don't forget to include some flexibility" (8:11). Many things could change during OPlan implementation. Airplanes sometimes break and are either delayed or replaced. The plan may call for a C-141, but don't be surprised when a commercial 747 arrives in its place. These little variances will disrupt a plan without flexibility.

"Once the transportation annex to the BSP is written, show it around. Let the folks from MAC, the Army, etc. take a look and encourage their comments" (8:11). The final step in your coordination process will be to present your annex to the Base Support Planning Committee for their review. Once the transportation annex is approved, it will be incorporated into the BSP. Your task from this point on will be to review the annex periodically and make necessary corrections/changes.

This completes the planning process not only for reception, but also for the war/contingency transportation cycle. Your perspective on base level planning tasks should allow you to appreciate the importance of your efforts. Our ultimate success depends upon our ability to project forces wherever they are needed. Transportation plays a key role in this force projection. Transportation planners identify available forces, deploy forces to the theater of operation, and receive these forces so they may transition to their warfighting role. A deficiency in one will have an adverse effect on others.

Now we'll turn to the programs function of the Transportation Plans and Programs shop; specifically the areas of manning and budget. Planning will consume the majority of your time, possibly at the expense of programming. Some may consider programming secondary to warplanning, but they shouldn't. Manning and budget directly affect a unit's ability to carry out its wartime mission.

MANNING

"Manning is a subject that hits you right where it counts - your ability to support the mission" (4:3). Many of us take it for granted that someone is watching out for our best interests and we'll always have the people necessary to do the job. This way of doing business will most surely result in the opposite.

Few people ever take the time to understand how

manning authorizations are derived; therefore, most are helpless to improve a poor manning situation. The purpose of this section is not to teach the algebraic equations the Management Engineering Team (MET) uses to validate the number of people required to do the job, but to emphasize the importance of inputs you make (4:3).

This section will also emphasize your attention to filling valid manpower authorizations with qualified people.

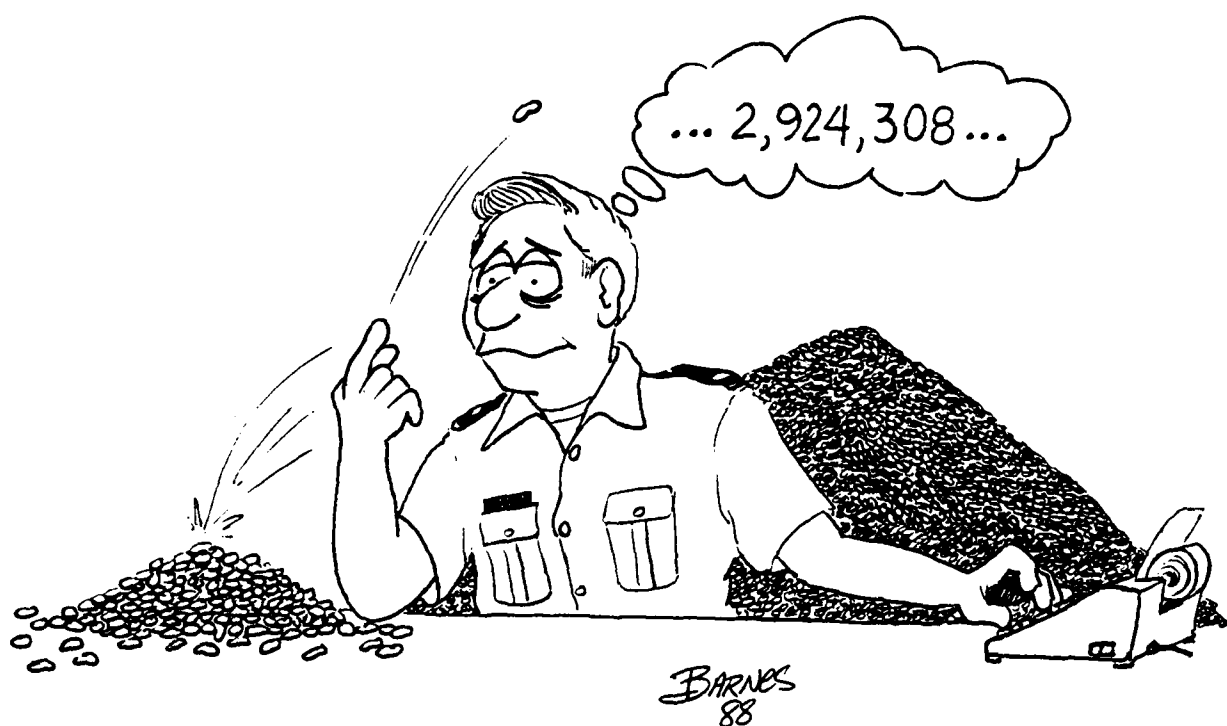
The Air Force and transportation units need people to get the job done. These people are not authorized or assigned through some haphazard method. Considerable time and effort are required to insure only the minimum number of people are on the payroll. The Management Engineering Team (MET) validates an organization's manpower needs. They can perform this task with or without your assistance. Before you turn this task over to the MET, consider one very important fact: No one outside your organization understands your workload better than you and others in the squadron. If left to their own devices, the MET couldn't possibly uncover all of your squadron's workload. The result would be a cut in manpower authorizations.

You can help the MET and ultimately yourself by keeping track of your workload; commonly referred to as "bean counting". "Manning authorizations are allocated based on the bean counting your people do at the first level of supervision. The log books, tally sheets and document counts we maintain as an integral part of each task are critical to your effort" (4:4). You will need to emphasize accuracy and legitimacy in "bean counting" as so much depends on these figures.

Each transaction that takes place which is not logged in or counted hurts you for future manning. Emphasize this to supervisors and make sure the word gets down to the lowest working level -- the worker who handles the action. If that worker drops the ball, picture a vacant chair and the other worker doing both jobs. It doesn't take much of this to impact capability and morale (4:4).

"Authorizations your unit earns appear on the Unit Manning Document (UMD) by Functional Account Code (FAC) or workcenter" (5:12). Take some time to review this document and become familiar with format and content. After some review you may discover a disparity between what is authorized and what is actually assigned. The Air Force does not usually fill authorizations at the 100 percent level, especially at CONUS locations. The UMD also reflects authorizations by grade and skill level for each fiscal quarter. This should be used as a guide and not law when assigning people to workcenters. People have personalities, but authorizations don't. "One individual may be weak and require more supervision than the UMD indicates or he/she may be strong and not need as much supervision" (4:5). Consider these factors

BEAN COUNTING MEANS...



MANPOWER!

FIGURE 4

in addition to UMD authorizations when assigning your people.

The job of tracking key personnel assignments will most likely rest with LGTX. Your MAJCOM counterpart is involved in the assignment of E-7's and above. You should be too! Most times MAJCOM/LGTX will notify you of a key personnel assignment. Make sure the nominations are qualified for the position they will ultimately fill. Also, let MAJCOM/LGTX know if special qualifications are desired before the assignment nominations roll in. The system is designed to identify special qualifications and needs, so this close coordination shouldn't be necessary, but your personal attention will insure the system operates as designed.

Another manning concern will be your military vs civilian mix. This frequently causes problems when using your people for the various functions for which you are responsible. For instance, a building or an office needs to be painted and you only have one or two military to do the job now and you can't wait six months for civil engineering to do the job. Or, maybe the grass needs to be cut and all of the military are either tied up, on leave, or on other details. The grass still needs cutting and the boss wants it done now. The military do not have position descriptions to protect them from the dirty jobs and a lot of the unpleasant chores befall them. Be sensitive to this. Civilian position descriptions are a limiting factor; more so with general schedule (GS) positions than the wage grade (WG) positions, but still a limiting factor.

Finally, this is a good time to address the issue of unions. At CONUS bases, all nonsupervisory civilian personnel are represented by a union whether they are "dues paying" members or not. You should know the provisions of the union contract(s), the union steward(s), and the people in the Civilian Personnel Office (CPO) who handle labor relations (4:5).

It doesn't take a genius to realize the importance of people to the squadron. The people are the squadron! Without them the daily routine would grind to a halt and you would not be able to support wartime manpower taskings, mobility or reception efforts. Even the absence of a few key people can have a tremendous impact on your operation. The absence of another commodity, money, can also negatively impact the squadron. The final section in this chapter will discuss the squadron's budget.

BUDGET

The Air Force receives billions of dollars each year from Congress to pay for our day-to-day operations and readiness. A portion of this money will be allocated to your transportation

squadron. The amount will depend on two things: 1) your needs, and 2) your efforts to identify these needs to the right people. Actually your efforts to identify financial need far outweigh the need itself. The reason - - you may have the greatest need, but unless you tell the right folks, the money will not magically appear.

Many of us are not experts at budgeting on a personal level and the result is often embarrassing. The same inattention on the job will surely have more serious consequences. But the Air Force offers something we may not enjoy in our private lives; free help! The Base Budget Office is your focal point for all budget matters. They are the experts who will help you with the technical jargon and paperwork. Begin with them and stay in touch throughout your budget cycle.

"The Budget Office has a point of contact in each organization called the Resource Advisor" (7:4). Normally this individual is the LGTX officer. The Resource Advisor has numerous responsibilities relating to the financial affairs of the squadron. These include, but are not limited to:

- 1) Compiling the squadron's budget from workcenter inputs.
- 2) Categorizing and prioritizing budget inputs.
- 3) Finalizing and submitting the budget.
- 4) Follow-up and provide additional information, if required, during the budget cycle.
- 5) Monitor expenditures once funds are allocated and analyze spending trends.
- 6) Make special funding requests such as FASCAP (Fast Payback Capital Investment), 3080 (Other Procurement), and unfunded requirements.
- 7) Attend quarterly budget meetings.

Normally the Budget Office will provide routine assistance with your Operations and Maintenance (O&M) budget submission. Your O&M input will not vary significantly from year to year, except for dollar amounts. If you are new to the Resource Advisor position your greatest challenge will come from the special funding programs. These include 3080, FASCAP, unfunded requirements, and in some cases Military Construction (MILCON). An in-depth review of each of these programs is not appropriate for this publication. Ask the budget officer to describe these categories and offer examples of candidates for funding under each. You may be surprised at the number of possible funding opportunities awaiting the conscientious Resource Advisor.

When all is said and done, Resource Advisors will live a

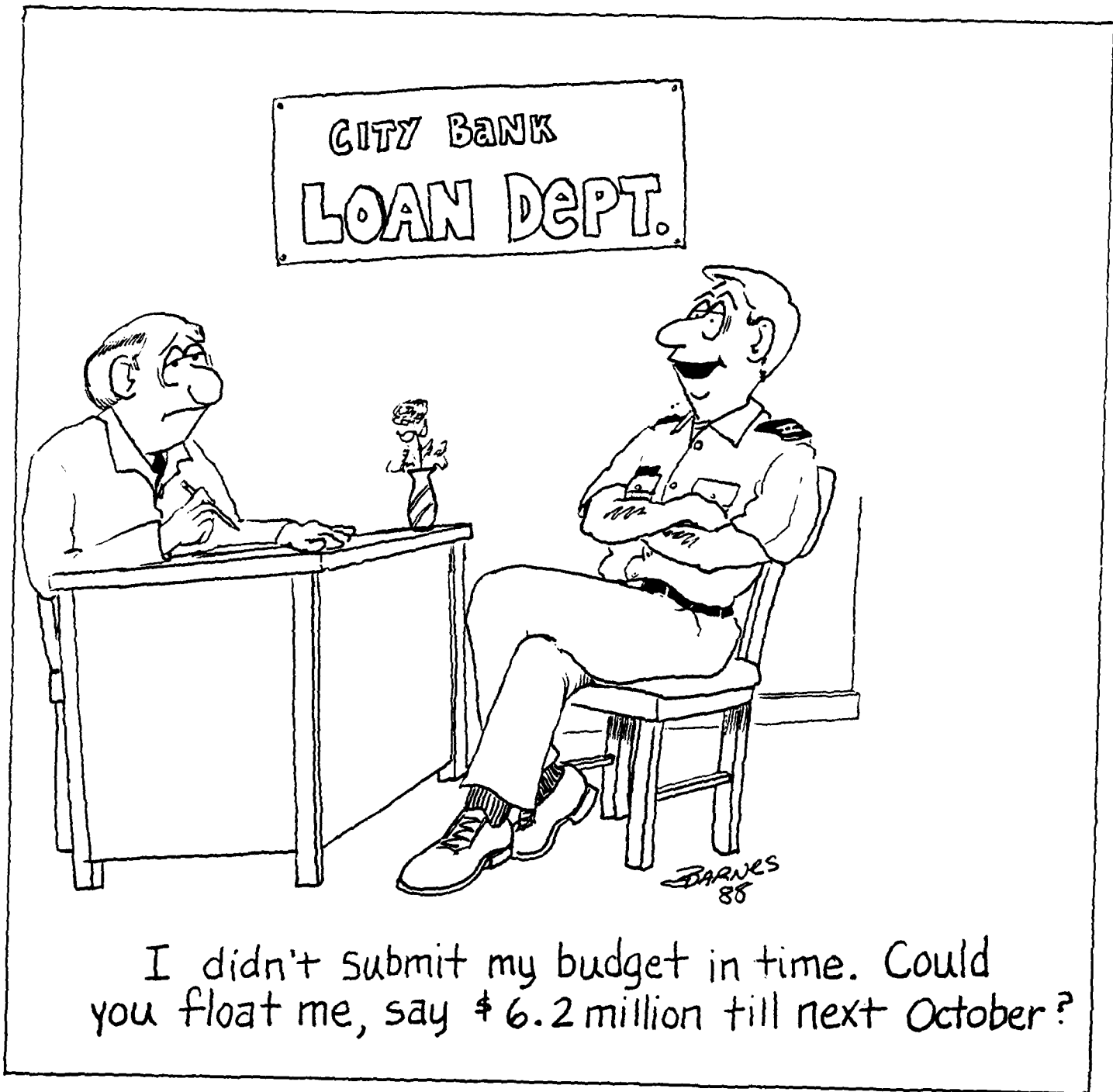


FIGURE 5

life of anonymity if they properly and thoroughly execute assigned duties. On the other hand, if Resource Advisors are remiss in their duties, the eyes of the world will be upon them. Great personal satisfaction can be gained from a job well done in an area as important as the unit's budget. Every operation within the squadron depends on money . . . therefore, they depend on you!

SUMMARY

This brief look at key LGTX responsibilities should provide a basis for you to seek additional guidance. As a base level transportation planner and programmer you will encounter many more tasks than described in this chapter. Many of these tasks will vary in method and scope between MAJCOMS or bases. If you take nothing more away from this reading than the understanding that your MAJCOM LGTX and base level LGX are the people to see when questions arise, you will be well on the way to solving any problem encountered.

As a transportation planner and programmer, you're part of a team. Most of your efforts will require discussion and coordination with other team members to insure total force readiness. We must be prepared to fight and win. Second place is unacceptable!

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GLOSSARY

ACT	- Air Cargo Terminal
A/DACG	- Arrival/Departure Airfield Control Group
ADP	- Automated Data Processing
AFWMS	- Air Force Wartime Manpower Study
ALCE	- Airlift Control Element
APT	- Air Passenger Terminal
BLSS	- Base Level Self Sufficiency Spares
BSP	- Base Support Plan
BSPC	- Base Support Planning Committee
CALM	- Computer Assisted Load Manifesting
CAT	- Crisis Action Team
COB	- Colocated Operating Base
COMPES	- Contingency Operation/Mobility Planning and Execution System
COMSEC	- Communications Security
CONUS	- Continental United States
CPO	- Civilian Personnel Office
CPX	- Command Post Exercise
CRAF	- Civil Reserve Air Fleet
DCR	- Deputy Commander for Resources
DOX	- Operations Plans
FAC	- Functional Account Code
FASCAP	- Fast Payback Capital Investment Program
FORSIZE	- Force Sizing Exercise
GS	- General Schedule

CONTINUED

HNSA	- Host Nation Support Agreement
HTSA	- Host Tenant Support Agreement
IMO	- Installation Mobility Officer
ISA	- Interservice Support Agreement
LGTX	- Transportation Plans and Programs
LGX	- Logistics Plans Office
LIMFAC	- Limiting Factor
LOGMOD-B	- Logistics Module - Base Level
MAC	- Military Airlift Command
MAJCOM	- Major Air Command
MANFOR	- Manpower Force Packaging System
MANPER-B	- Manpower and Personnel Module - Base Level
MANREQ	- Manpower Requirements Exercise
MCC	- Mobility Control Center
MET	- Management Engineering Team
MHE	- Materiels Handling Equipment
MILCON	- Military Construction
MOA	- Memorandum of Agreement
MOP	- Mobility Operating Procedure
MOU	- Memorandum of Understanding
MPU	- Mobility Processing Unit
O&M	- Operations and Maintenance
OPlan	- Operations Plan
OPORD	- Operations Order

CONTINUED

OPR	- Office of Primary Responsibility
OPSEC	- Operations Security
PCS	- Permanent Change of Station
POD	- Port of Debarkation
POE	- Port of Embarkation
QC	- Quality Control
RCC	- Reception Control Center
SMP	- Sub-Motor Pool
TCU	- Transportation Control Unit
TPFDD	- Time Phased Force Deployment Data
TPFDL	- Time Phased Force Deployment List
TWPPG	- Transportation Wartime Planning and Programming Group
UMD	- Unit Manning Document
UTC	- Unit Type Code
WAAR	- Wartime Aircraft Activity Report
WG	- Wage Grade
WMP	- War and Mobilization Plan
WRM	- War Reserve Materiel
WRSK	- War Readiness Spares Kit

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